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Comprehensive review of the whole question of peacekeeping operations in all their aspects

Administrative and budgetary aspects of the financing of the United Nations peacekeeping operations

Strengthening the capacity of the United Nations to manage and sustain peacekeeping operations

Report of the Secretary-General

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Summary

The present report responds to paragraph 67 of General Assembly resolution 61/279, in which the Assembly requested the Secretary-General to submit, at the second part of its resumed sixty-third session, a comprehensive report on the impact of the new structure of the Department of Peacekeeping Operations and the Department of Field Support in the implementation of mission mandates, and on the efficiency and effectiveness of programme delivery. Also pursuant to resolution 61/279 (para. 66), a preliminary report (A/62/741) on the status of the implementation of the resolution was submitted for consideration by the Assembly at the second part of its resumed sixty-second session.

In paragraph 24 of its resolution 62/250, the General Assembly reaffirmed paragraph 67 of its resolution 61/279 and requested the Secretary-General to include in the context of the comprehensive report detailed information on mechanisms in place and measures taken to address management challenges posed by the new organizational structure of the Department of Peacekeeping Operations and the Department of Field Support, and on the improvement that the new structure had brought in ensuring efficiency and effectiveness in support for peacekeeping operations and special political missions, as well as to coordination with the Department of Political Affairs.

The present report sets the context of restructuring, outlines the progress and initial impact of the restructuring effort and describes ongoing challenges for United Nations peacekeeping.

In the 18 months following the adoption of resolution 61/279 concerning the restructuring, significant strategic and operational benefits have been realized, although many of the drivers for the restructuring continue to challenge operations. The most noticeable impact of the restructuring has been the creation of consolidated, dedicated areas of expertise in the areas of rule of law and field support. Specifically, the establishment of the Office of Rule of Law and Security Institutions has allowed a more balanced, comprehensive support to the related elements within the 18 ongoing peacekeeping operations and special political missions under the responsibility of the Department of Peacekeeping Operations. In forming the Department of Field Support, the role of mission support has been elevated and is now rightly positioned as a "strategic enabler" in the delivery of peacekeeping and political mandates to those operations, including 16 missions for which the Department of Political Affairs has lead responsibility. Overall, unity of command has been preserved, greater integration of effort achieved, guidance to the field enhanced and improvements to administrative and management processes realized.

Nevertheless, new, more complex and urgent mandates continue to strain the Organization. With the growth in the authorized strength of peacekeeping personnel by over 30 per cent, with the establishment of two highly complex operations in Chad and the Central African Republic, as well as in Darfur, and another on the horizon, the operational demands on the two Departments have continued to grow. As a result, the effort to deliver new, larger and more diverse field operations has often conflicted with the capability of the Departments to engage in strategic planning and to organize in a more effective and efficient manner. A similar situation has occurred in respect of the establishment of the integrated operational teams, which have achieved varying measures of success.

The Department of Field Support is developing a comprehensive support strategy in 2009 to pursue innovative ways of working while increasing accountability. Similarly, refinements are being made to the integrated operational team concept, based on experience to date. Other areas for further reform have also been identified, including an improved division of labour within the Department of Political Affairs and strengthened rule of law capacities. Implementation of General Assembly resolution 63/250, entitled "Human resources management", will strengthen our capability to attract and retain highly qualified staff for United Nations field operations, and the Organization will continue to work towards improving its human resources management framework through the introduction of the talent management system. We are cognizant of the need to streamline our supply chain management and the Department of Management and the Department of Field Support have undertaken joint work to achieve this objective.

The reform agenda set by Member States to strengthen the Department of Peacekeeping Operations and the Department of Field Support is achieving clear benefits. In order to address the further evolutions in peacekeeping, the Departments will conduct a comprehensive analysis during 2009 of the medium challenges and opportunities for peacekeeping, with a view to identifying approaches and to articulating future strategic and policy goals to minimize risk, optimize partnerships and maximize effectiveness in mounting and sustaining United Nations operations. The continued support of Member States and the committed effort of the Secretariat to making continuous improvements will allow us to meet the demands ahead.

I. Introduction

1. In paragraph 67 of its resolution 61/279, the General Assembly requested the Secretary-General to submit a comprehensive report at the second part of its resumed sixty-third session, inter alia, on the efficiency and effectiveness of the new structure of the Department of Peacekeeping Operations and the Department of Field Support in the implementation of mission mandates, as well as on programme delivery, improvements in administrative and management processes, the functions of the integrated operational teams, measures to ensure coordination and integration between both Departments and the efficiencies and improvements resulting from past reforms of the Department of Peacekeeping Operations.

2. In paragraph 24 of its resolution 62/250, the General Assembly reaffirmed paragraph 67 of its resolution 61/279 and requested the Secretary-General to include in the context of the comprehensive report detailed information on mechanisms in place and measures taken to address management challenges posed by the new organizational structure of the Department of Peacekeeping Operations and the Department of Field Support and on the improvement that the new structure had brought in ensuring efficiency and effectiveness in support for peacekeeping operations and special political missions, as well as to coordination with the Department of Political Affairs.

3. The present report is submitted in response to those requests. In so doing, it seeks to build on the preliminary report of the Secretary-General (A/62/741) on the status of implementation of General Assembly resolution 61/279 and to complement the review and analysis of the structure of the Secretariat for managing and sustaining peacekeeping operations, conducted by the Office of Internal Oversight Services (see resolution 61/279, paras. 65 and 66).

4. Although the implementation of in-depth organizational reform requires sustained effort and could not have been fully realized in the relatively short period of 18 months since the adoption of resolution 61/279 and General Assembly approval for the restructuring of the Department of Peacekeeping Operations and the Department of Field Support, the present report also seeks to highlight areas where significant strategic and operational benefits have already accrued as a result of the guidance and support delivered to United Nations field operations. Perhaps chief among those are the creation of a centre of excellence for the entire United Nations system in the formation of the Office of Rule of Law and Security Institutions and the creation of the Department of Field Support. The establishment of the Office of Rule of Law and Security Institutions has led to more balanced and holistic support to all rule of law and security-related areas. In forming the Department of Field Support, the role of mission support has been elevated as a key strategic and operational enabler for the international community's engagement in support of good offices, mediation, peacemaking, peacekeeping and peacebuilding activities, thereby creating possibilities for engagement that heretofore may not have been conceivable. The report also notes areas where self-monitoring and evaluation have identified mid-term adjustments that would yield further efficiency gains and improvements. Where the authority to make the needed changes resides with the Secretary-General, the changes will be made within the Secretariat. The report puts forward recommendations for changes that require General Assembly approval.

II. Role of the Deputy Secretary-General

5. In accordance with General Assembly resolution 52/12 B, the Deputy Secretary-General assists the Secretary-General in managing the operations of the Secretariat and supports the Secretary-General in ensuring intersectoral and inter-institutional coherence of activities and programmes. The main function of the Deputy Secretary-General is to assist the Secretary-General in overseeing the day-to-day operations of the Secretariat and to ensure coherence of its activities and programmes. The role of the Deputy Secretary-General focuses on strategic management and cross-cutting management policy, ensuring the coordination of key management matters. The Deputy Secretary-General is the Chair of the Management Performance Board as well as of the Management Committee, which is the primary mechanism for ensuring the effective coordination, consideration and approval of internal reform and cross-cutting management matters. Since the Management Committee includes the Under-Secretaries-General for Peacekeeping Operations, Political Affairs, Field Support and Management in its membership, the Deputy Secretary-General utilizes it to coordinate and provide guidance on peacekeeping-related management issues.

6. The Deputy Secretary-General oversees the operations of line departments and monitors the manner in which senior managers exercise all aspects of the authority assigned to them by the Secretary-General, including their performance in achieving their programmatic objectives. In particular, the Deputy Secretary-General oversees the day-to-day operations of the management-related departments, such as the Departments of Management and Field Support, which require the attention of the Secretary-General.

7. In the discharge of all these responsibilities, the Deputy Secretary-General meets regularly with heads of departments, including weekly meetings with the Department of Field Support, to oversee progress in the implementation of their work programmes and to provide overall guidance. The Deputy Secretary-General regularly keeps the Secretary-General apprised of progress in that regard.

III. Context of restructuring

A. Status of past peacekeeping reforms

8. Over the past decade, the Secretariat, in partnership with Member States, has sought to build secure foundations for the effective and efficient conduct of peacekeeping operations and to strengthen the capacity of the Organization to adapt to the evolving challenges of United Nations peacekeeping. In response to the sudden surge in demand for peacekeeping operations and the lessons identified from the considerable challenges faced by United Nations peacekeeping operations in the mid-1990s, the Secretary-General requested a review of peacekeeping in 1999. The report of the Panel on United Nations Peace Operations (A/55/305-S/2000/809) constituted the first comprehensive review of peacekeeping since its inception and led to significant reforms in the capacities and procedures of the Organization to ensure that it was better equipped to meet the needs and challenges of contemporary peacekeeping.

9. The reforms resulted in considerable improvements in the planning, launch and conduct of peacekeeping operations. United Nations peacekeeping was more consistently employed to address the situations for which it had been designed: peacekeeping in support of peace processes and with the consent of the parties to a conflict. Peacekeeping mandates more explicitly supported the core functions of operations, such as rule of law, governance, human rights and the protection of civilians, as critical elements for post-conflict stabilization and early recovery. A framework for rapid deployment was created, including strategic deployment stocks, pre-mandate commitment authority and mission start-up kits. The revision of financial rules and regulations and the United Nations procurement manual, combined with increased delegation of authority to field operations, improved the responsiveness to operational requirements through better aligned responsibilities and accountabilities. Increased staff management and selection authorities to field missions were accompanied by the introduction of stronger monitoring and accountability measures, including through the introduction of human resources management action plans to all field missions. Increased staffing enabled the Secretariat to better respond to the surge. New capacities, such as specialists for justice and corrections, disarmament, demobilization and reintegration, gender, and HIV/AIDS provided subject matter expertise to peacekeeping operations. The creation of the Peacekeeping Best Practices Section focused attention on and provided tools for institutional learning and development, and the separation of military and police functions was instrumental in redefining the role of the United Nations police to better support the needs of public security institutions in post-conflict environments.

10. The reforms also contributed to strengthened cooperation with Member States, particularly with troop- and police-contributing countries through the provision of a dedicated capacity for military and police planning, force and police generation and management, and strengthened mechanisms for information-sharing. As a result, the Secretariat has been better able to conduct early and more frequent consultations with the Special Committee on Peacekeeping Operations and troop- and police-contributing countries on key policy and resource-related issues.

11. Another surge in United Nations peacekeeping began in 2003, revealing that a number of the reforms that had been implemented were insufficient to meet the evolving challenges of peacekeeping, in such areas as rapid deployment. Certain fundamental reforms, including human resources management, the development of peacekeeping doctrine and integrated planning proved more difficult to implement, but remained critical to the effectiveness of peacekeeping. The Department of Peacekeeping Operations grew concerned that longer-term institutional reforms essential for the future success of United Nations peacekeeping had been relegated due to pressing operational demands. Referred to as "Peace operations 2010", the five-year reform agenda (2005-2010) focused on five priority areas related to institutional development, including doctrine, personnel, partnerships, organization and resources.

12. While the institutional reform agenda is still under way, a number of significant reform milestones have been reached. The establishment of a framework and priorities for the development and dissemination of peacekeeping doctrine, policies and procedures has been critical to addressing the evolving complexities of peacekeeping, for which clear guidance and its consistent application are required. Human resources reforms, pursued in close partnership with Member States, have

resulted in the adoption of General Assembly resolution 63/250, in which the Assembly approved contractual reforms and conditions of service that integrated United Nations peacekeeping staff within the Secretariat, thereby recognizing peacekeeping as a core function of the Secretariat, as called for by the Panel on United Nations Peace Operations in its report (A/55/305-S/2000/809). As a result, efforts to recruit and retain high-quality civilian staff for United Nations peacekeeping operations will be bolstered by the ability to offer greater job security and career development opportunities, as well as improved conditions of service to staff serving in the field. The more systematic recruitment of senior leadership and the institutionalization of training for mission leadership has ensured the better preparation for their diverse tasks, particularly in multidimensional and integrated mission contexts. Strategic partnerships with regional organizations, international financial institutions and other development and humanitarian actors have been strengthened through institutional frameworks for cooperation, including with the European Union, the African Union, the North Atlantic Treaty Organization and the World Bank. The partnerships have already had a positive impact in Haiti and Liberia in terms of early recovery and institution-building efforts in the areas of security sector reform, rule of law and economic governance.

13. Organizational reform activities have led to proposals to integrate various structures to achieve greater coherence in the guidance and support given to peacekeeping operations, in particular to backstop missions on cross-cutting operational issues, with the full range of rule of law and security institutions and administrative, logistic and thematic expertise in the Departments, and to foster institutional learning and development. The integrated mission planning process has been enhanced through the development of revised guidelines, which have more systematically informed the planning efforts of new missions, missions in transition and missions revising their existing plans. The creation of a Conduct and Discipline Unit at Headquarters and conduct and discipline teams in peacekeeping operations has enabled the completion of various initiatives to prevent misconduct and facilitate enforcement of the zero tolerance policy of the Secretary-General. The initiatives have included revisions to the draft model memorandum of understanding between the United Nations and troop- and police-contributing countries, with new provisions on misconduct; a comprehensive policy and strategy on victim assistance; the development and launch of the misconduct tracking system; the development and implementation of training on combating sexual exploitation and abuse; and mission-focused communications campaigns to combat prostitution/transactional sex by peacekeeping personnel.

14. The creation of a Standing Police Capacity of 25 professional officers in 2007 has played a key role in starting up new police operations and assisting existing operations with their strategic planning, the development of national police reform and capacity-building programmes and project portfolios. In its first full year as an operational arm of the Police Division of the Department of Peacekeeping Operations, the Standing Police Capacity has also ensured the timely establishment of the police component of the United Nations Mission in the Central African Republic and Chad (MINURCAT), assisted the United Nations Integrated Mission in Timor-Leste (UNMIT) with the implementation of the restructuring plan for the national police of Timor-Leste and participated in assessment missions in support of the United Nations Interim Administration Mission in Kosovo (UNMIK), the United

Nations Stabilization Mission in Haiti (MINUSTAH) and the United Nations Mission in Liberia (UNMIL).

B. Evolution of United Nations peacekeeping

15. The impetus for the most recent reforms has responded to the exponential increase in demand for United Nations peacekeeping in the period from 2003 to 2007. The increased complexity of peacekeeping operations during that period rendered the existing approach to mounting and sustaining peacekeeping operations unsustainable, despite previous reforms. During that period, 18 peacekeeping operations were established or underwent significant expansion, the authorized strength of peacekeeping personnel rose from 56,315 to over 140,000 and peacekeeping budgets grew from $2.5 billion to $7.6 billion. Peacekeeping witnessed a significant increase in the number of multidimensional operations and a broadening of their scope of substantive responsibilities. This contributed to a dramatic growth in peacekeeping partnerships. Peacekeeping operations operated more routinely in higher threat environments, where ceasefires or peace processes were fragile or non-existent and where crises were therefore much more likely to occur. Deployments were also increasingly made to a post-conflict environment characterized by weak, degraded or non-existent infrastructure.

C. Vision for current peacekeeping reforms

16. The proposals to reform the structure and organization of the Secretariat as set out in the reports of the Secretary-General (A/61/749 and A/61/858 and Corr.1 and Add.1 and Add.1/Corr.1 and Add.2) sought to address the challenges of demand and complexity through a combination of measures:

(a) Strengthened leadership, management and staffing capacities to increase the focus on strategic and policy issues and the direction of peacekeeping operations and to ensure more effective management and oversight of United Nations peacekeeping and broader field support activities; and significantly strengthened working-level capacities to more effectively support the number and complexity of operations;

(b) Formation of the Department of Field Support, designed to consolidate responsibility, authority, accountability and Secretariat resources within a single department to ensure a more coherent, responsive and streamlined approach to delivering the full range of administrative and logistics support to field operations;

(c) New capacities to more effectively support specialized activities mandated for peacekeeping operations in the area of rule of law and security institutions;

(d) Integrated structures for planning, management and support to peacekeeping operations in terms of police, rule of law and security-related capacities, and for institutional self-evaluation, learning and development to ensure greater coherence in the guidance and support provided by the Secretariat to field operations in cross-cutting or interrelated areas of activity;

(e) Shared resources between the Department of Peacekeeping Operations and the Department of Field Support to facilitate organizational coherence and achieve economies of scale.

17. In response to the request contained in General Assembly resolution 61/279, I undertook a comprehensive analysis of the Office of Military Affairs to consider its further strengthening. The report (A/62/752) on the review and the proposed further strengthening of that Office was issued in March 2008.

IV. General Assembly support for further peacekeeping reform

18. In its resolution 61/279, the General Assembly supported the principal reform proposals to: restructure the Department of Peacekeeping Operations into two departments, with the creation of the Department of Field Support; create the Office of Rule of Law and Security Institutions, integrating police, judicial, corrections, disarmament, demobilization and reintegration, mine action and security sector reform capacities; create the Policy, Evaluation and Training Division, integrating policy and best practices with training and evaluation; reconfigure the Africa Division in the Office of Operations into two divisions; and establish integrated operational teams comprising political officers and military, police and support specialists within the regional divisions of the Office of Operations.

19. New capacities in the Department of Peacekeeping Operations were approved, including: the Office of the Chief of Staff and the Public Affairs Section in the Office of the Under-Secretary-General; the Integrated Mission Planning Cell in the Office of Operations; a security sector reform capacity in the Office of Rule of Law and Security Institutions; and evaluation and partnership capacities in the Policy, Evaluation and Training Division.

20. The General Assembly also approved the strengthening of leadership and senior management. In the Department of Peacekeeping Operations, these included: the creation of an Assistant Secretary-General position in the Office of Rule of Law and Security Institutions; upgrading of the Military Adviser position to the level of Assistant Secretary-General to head the upgraded Office of Military Affairs; creation of positions at the Director level for the Chief of Staff and the Policy, Evaluation and Training Division in the Office of the Under-Secretary-General for Peacekeeping Operations and for the second Africa Division in the Office of Operations. In the Department of Field Support, the Assembly approved the creation of an Under-Secretary-General position and the upgrading of the senior management for personnel and finance to the Director level to head the upgraded Field Personnel Division and the Field Budget and Finance Division. In addition, it supported the strengthening of capacities at the working level in both the Department of Peacekeeping Operations and the Department of Field Support.

21. Following the comprehensive analysis of the Office of Military Affairs, the General Assembly, in its resolution 62/250, supported the strengthening of that Office with an additional 45 posts, including 6 posts to be assigned to the Logistics Support Division and the Information and Communications Technology Division of the Department of Field Support, to enhance its strategic direction and oversight of military capacities and to create a crisis response and mission start-up capability.

V. Progress and initial impact of restructuring

22. The structural reforms approved by the General Assembly in June 2007 have remained central to the peacekeeping agenda and have renewed the momentum in efforts to continue improving the way the Secretariat mounts and sustains peacekeeping operations.

23. The Department of Peacekeeping Operations and the Department of Field Support have accorded priority to the recruitment of personnel for the 152 additional positions authorized by the General Assembly, beginning with leadership and senior management positions. All senior appointments were made by August 2008, and all but 4 of the 152 positions have been filled. The remaining positions are under recruitment for the second or third time to identify fully qualified candidates. Seventeen officers are scheduled to arrive in the spring of 2009, with all remaining officers on board by late autumn 2009 to fill the additional posts approved to strengthen the Office of Military Affairs. While it has taken time to recruit staff in accordance with established procedures and requirements and, consequently, to experience the impact of the reforms, the Departments have nonetheless made progress in a number of areas.

A. Unity of command and integration of effort

24. The interlinked mandates and common goals of the Department of Peacekeeping Operations and the Department of Field Support require that they function in a coherent way at all levels of activity. Unity of command and integration of effort have therefore been guiding principles in the management of peacekeeping, both at Headquarters and in the field. The preliminary report of the Secretary-General on restructuring (A/62/741) outlined efforts to strengthen unity of command, both in the field, through the delegation of overall authority to the special representatives of the Secretary-General and heads of mission for all mission components, including military, police and mission support, and at Headquarters, through arrangements by which the Under-Secretary-General for Field Support reports to and receives direction from the Under-Secretary-General for Peacekeeping Operations on all issues that relate to United Nations peacekeeping. In March 2008, efforts to strengthen unity of command were reinforced by the issuance of a policy on authority, command and control, which clarifies the arrangements for uniformed components of field operations and outlines relevant civilian and other managerial structures and their relationship to the uniformed components. Comprehensive directives for senior leadership positions set out the chain of command and roles and responsibilities for each senior mission leadership position, while delegations of authority specify personal responsibilities and accountabilities.

1. Joint senior-level strategic, policy and operational forums

25. In support of unity of effort, joint decision-making forums for the Department of Peacekeeping Operations and Department of Field Support have been established at the strategic, policy and operational levels. At the strategic level, the senior management team and expanded senior management team have given priority attention to doctrine, strategic direction and oversight, focusing on such issues as restructuring, strategic planning for new or potential missions and missions in transition, information and knowledge management, integrated training, human

resources management reforms and evaluations of organizational performance at Headquarters and in the field. The joint Information Management Committee, chaired by the Chief of Staff, ensures the integration of the information and knowledge management projects of the Departments and works to coordinate information technology and communications projects and resources to achieve economies of scale and promote unity of effort. At the policy level, emphasis has been given to policy development on cross-cutting issues and organizational improvement initiatives, including business processes and information management. A joint policy focal points group identifies and recommends peacekeeping guidance priorities and ensures that the drafting and consultation processes are managed in a structured and systematic manner. Operational level focus has addressed cross-cutting mission-specific issues that require timely and coherent decision-making.

2. Shared resources

26. The creation of shared resources in the Department of Peacekeeping Operations and the Department of Field Support has served not only to facilitate integration and achieve economies of scale but also to enhance the development and application of uniform standards and systems across both Departments. A key benefit has been the emergence of areas of expertise across both Departments, which, because of their highly visible value, have inspired other departments to avail of their expertise. Member States have recognized the role of mission support (previously, through the Office of Mission Support; currently, through the Department of Field Support) in supporting field operations led by the Department of Political Affairs. The support has therefore been extended to the Department of Political Affairs itself in terms of the full range of expertise resident in the Department of Field Support, including resources shared by the Department of Field Support and the Department of Peacekeeping Operations. It is anticipated that a service-level agreement between the Department of Political Affairs and the Department of Field Support will be finalized in 2009.

27. The increasing requirement for various elements of the Secretariat to work in harmony to achieve more complex mandates has led other departments and organizations of the United Nations system to seek expanded support from the expertise resident in the Department of Peacekeeping Operations, in such areas as rule of law and security institutions, military affairs, mission planning, the Situation Centre, Executive Office and information management support. The Department of Peacekeeping Operations continues to provide military, police, justice and corrections support to the Department of Political Affairs and the missions under its responsibility. Examples include the United Nations Peacebuilding Support Office in the Central African Republic, the United Nations Assistance Mission for Iraq (UNAMI), the United Nations Integrated Peacebuilding Office in Sierra Leone (UNIPSIL), the United Nations Mission in Nepal and the United Nations Peacebuilding Support Office in Guinea-Bissau.

28. While the delivery of such expert support and advice may be organizationally sound and cost-effective, I remain mindful of the provisions of General Assembly resolution 61/279, wherein the Assembly reaffirmed that support account funds should be used for the sole purpose of financing human resources and non-human resource requirements for backstopping and supporting peacekeeping operations at Headquarters. The Department of Peacekeeping Operations and the Department of Field Support are reviewing both the level of support required and the means to

ensure the effective provision of that support within the confines set by resolution 61/279, the preservation of roles and responsibilities and unity of command.

B. Enhanced guidance and support to peacekeeping operations

1. Strategic guidance and direction

29. The restructuring of the Department of Peacekeeping Operations and the creation of the Department of Field Support have already had a positive impact on the strategic guidance and direction provided to peacekeeping operations. The establishment of a joint strategic forum has allowed the two Departments to anticipate or address political and strategic issues affecting missions at an early stage, resulting in more timely and integrated direction to the field. Periodic joint issues meetings, led by the Office of Operations, also provide an effective forum for decision-making on mission-specific political issues and medium-term strategies. As integrated operational teams have focused on the delivery of integrated guidance and operational support to field missions, regional directors in the Office of Operations have been able to sharpen their focus on political and strategic guidance and advice to Headquarters leadership and field operations. This has been instrumental in guiding leadership decision-making and has led to recommendations being submitted to the Secretary-General and the Security Council on complex issues such as Chad, Kosovo and Somalia.

30. The strengthening of the Office of Military Affairs has also enhanced the quality of the military strategic advice, oversight and guidance provided to field missions, through the chain of command, including the military adviser directive issued for the first time in 2009, which sets the goals and priorities for the Office.

31. The reconfiguration of the Africa Division into two divisions has allowed the Department of Peacekeeping Operations to respond more effectively to new demands and to support operations deployed in Africa more actively. For example, the relevant directors have led the simultaneous planning of a follow-on force to the European Union Force (EUFOR) in Chad and options to support the implementation of the Djibouti Agreement, while exploring options to address the security situation in Somalia and managing complex missions in West Africa, the Great Lakes region and the Sudan.

32. The increased complexity of field missions deployed in harsh, inhospitable terrain across broad geographic areas has raised the prominence of support as a key strategic enabler for peacekeeping operations and special political missions. The creation of the Department of Field Support has sharpened the focus on strategic and policy decision-making in those key areas and has enabled a more strategic management of the Organization's assets and of how, when and where to deliver support services. The Under-Secretary-General for Field Support is currently leading the development of a comprehensive support strategy scheduled for completion by May 2009. To ensure that the strategy is guided by field needs, the Department conducted a quality of support survey of all field operations during August 2008, and a mission support workshop for directors and chiefs in November 2008. In addition to reflecting the guiding principles of the restructuring effort, key elements of the strategy include accountability and risk management; practical frameworks for the implementation of joint operations, programmes and activities;

and the institutionalization of self-evaluation methodologies as the basis for self-improvement.

33. In view of further evolutions in United Nations peacekeeping, a strategic priority during 2009 will include a comprehensive analysis of the medium-term challenges and opportunities for peacekeeping and the ways in which United Nations peacekeeping and its partners can best address them. The study will identify approaches to minimize risk and maximize the effectiveness of United Nations peacekeeping operations. The study is expected to provide the basis for a clear articulation of future strategic and policy goals for United Nations peacekeeping.

2. Doctrine and policy guidance

34. The development of doctrine has advanced across the Department of Peacekeeping Operations and the Department of Field Support in specialized and cross-cutting areas of activity and plays a critical role in ensuring the integrated functioning of the two Departments. As a key priority, the Departments have continued to work on the basis of a shared doctrine. The document entitled "United Nations peacekeeping operations: principles and guidelines", issued in January 2008, has provided a significant benefit in setting out a unified vision and guiding principles for the Departments and United Nations peacekeeping partners. The Secretary-General's bulletins on the functions and organization of the Department of Peacekeeping Operations and the Department of Field Support are equally as important in ensuring that all areas work towards overarching organizational goals with a clear division of labour.

35. With this integrated approach, the two Departments have been able to produce guidance documents to address operational requirements. Examples include the Department of Peacekeeping Operations policy on authority, command and control, which was issued to clarify decision-making authority and accountabilities in the context of complex, integrated operations. A thematic evaluation is currently examining the effectiveness and impact of the policy, and the findings will shape its future revision. Similarly, the Departments are developing a mission start-up field guide, which will address the requirements of all mission components during the initial phase of deployment. Version 1 of the field guide, released in January 2008 for testing in the African Union-United Nations Hybrid Operation in Darfur (UNAMID) and MINURCAT, received positive feedback as a practical tool for senior managers to achieve and maintain full operational capability. The guide is being revised to reflect mission feedback. During 2009, a guidance package on the integrated mission planning process will also be finalized, featuring modules on strategic assessments, mandate implementation plans and the planning roles and responsibilities of Headquarters and the field during the mission life cycle. Following the release of the guidance package in mid-2009, priority will be given to the organization of training on the integrated mission planning process with key partners.

36. With regard to specialized guidance, strengthened capacity in rule of law and security institutions has resulted in the development of comprehensive rule of law guidance, including: technical guidance on assessing police and law enforcement agencies in the broader rule of law and security sector reform context; revised policy on supporting and managing prisons and the various activities of justice components in field operations; and guidance on the relationships and linkages

between disarmament, demobilization and reintegration and both transitional justice and security sector reform. To strengthen support to mandate implementation, guidance development has been directly linked to training for police, justice, corrections and other rule of law and security sector reform experts in field operations.

3. Operational guidance and support

37. Integrated operational teams were established to ensure coherent daily operational guidance and support and provide more responsive backstopping to field operations. Comprising political, military, police, logistics and administrative support, and drawing on the expertise within the Department of Peacekeeping Operations on rule of law, security sector reform, disarmament, demobilization and reintegration, mine action, gender and HIV/AIDS, the core mandate of the teams is to provide integrated operational guidance and support to field missions on cross-cutting issues. As the principal structure for integration between the Department of Peacekeeping Operations and the Department of Field Support, the integrated operational teams have represented one of the more ambitious restructuring elements.

38. Since the preliminary report on restructuring (A/62/741), all seven integrated operational teams in the Office of Operations have been established and staffed. However, difficulties in identifying candidates with the required profile, particularly for military, police and administrative officers, have resulted in significant delays in filling the positions and, therefore, in the functioning of the teams. While it is too early to assess their impact, an internal stocktaking and an evaluation of the teams were conducted in the second half of 2008 to identify and address initial challenges. The assessments indicate that the value of the teams has been most evident during the planning phase for new missions and missions in transition, as well as during the mission start-up phase, when the teams have facilitated the integration of strategic, operational and contingency planning and deployments. Missions that have undergone crises and upsurges in activity have also recorded the support provided by Headquarters as being better integrated and more expedited since the formation of the teams. In particular, the Darfur integrated operational team, the first to reach a one-year anniversary in October 2008, has received the highest level of praise from UNAMID, the Department of Peacekeeping Operations and the Department of Field Support. UNAMID is quoted as reporting that the Mission could not have made the progress it did without the support of the team. The value of the teams has been less tangible in supporting more stable missions, even though integration remains critical for such missions. Although preliminary, the assessments have highlighted the need for the integrated operational team structure to be more flexible in terms of adapting better to mission needs and the stages in mission life cycles.

39. The assessments have also revealed a number of issues that have impacted on the effective and efficient functioning of the integrated operational teams. The decision to staff and budget integrated operational team specialists within their functional areas while locating the team structure within the Office of Operations has resulted in inconsistent perceptions of reporting lines of the integrated operational team specialists. The accommodation of fewer integrated operational team resources than requested for the teams has led to the creation of three team models: mission-specific teams; teams that cover more than one mission; and teams that cover multiple missions and share specialist officers with another team in the

same regional division. As a result, decisions on integrated operational team configuration and guidance developed for the management and operation of the teams have not been universally applicable. A lack of consistency in the functions, empowerment, authority and delivery of work by the integrated operational team officers has evolved, along with differing mechanisms between functional areas and teams in terms of ensuring effective matrix management. Significant challenges have been encountered in recruiting administrative and seconded military and police officers for the teams, in terms of meeting broad experience requirements to effectively function within the team. A central tenet of the role of the specialist officers on the teams is that the officers must effectively represent the policies and position of the parent office within the integrated structure. Since the majority of applicants for the seconded military and police positions do not have prior experience at United Nations Headquarters, this has meant that officers recruited for the teams have needed up to six months of on-the-job training within either the Police Division or the Office of Military Affairs prior to deployment to the teams. To address the problem, it is intended that officers currently serving on secondment in the Department of Peacekeeping Operations will be allowed to apply for team positions for which they meet the requirements, and that if selected, their period of service on secondment would be extended for an additional one- to two-year period.

40. To respond to preliminary internal assessments, an integrated operational team working group, chaired by the Chief of Staff, has developed guiding principles, definitions and a revised, consolidated division of labour matrix between the teams and functional areas of both Departments. The division of labour matrix also reflects an accountability framework for decision-making. The Under-Secretaries-General for Peacekeeping Operations and Field Support have approved the guidance documents on the recommendation of a joint expanded senior management team. Recognizing that "one size does not fit all", they have also approved principles governing the management of the integrated operational teams, enabling the Office of Operations to assign integrated operational team specialist officers across missions, as needed, to meet operational requirements. Revised or new terms of reference are currently being drawn up for team leaders and all specialist officers, as well as for Directors within the Office of Operations, to clarify their functions in line with the agreed division of labour. In parallel, military and police officers have also been deployed from existing resources within the Office of Military Affairs and the Police Division to cover the functions of the specialist officers until the deployment of the selected officers to the integrated operational teams. A follow-up assessment on the functioning and impact of integrated operational teams will be undertaken by June 2009.

4. Technical military advice and support

41. Employing temporary staff against resource increases, an assessments team and a policy and doctrine team have been established in the Office of Military Affairs. The assessment team will produce military threat assessments that will enhance situational awareness in close coordination with the Situation Centre, providing a solid information base for improved military planning and allowing the leadership in the Secretariat and in field missions to make better informed, timely and agreed decisions, based on common assessments. The policy and doctrine team will provide greater capacity to address military policy issues, as well as support the production of new doctrine, in accordance with peacekeeping priorities. Examples

of planned guidance projects include a civil-military liaison policy, revised guidelines for military observers and a monitoring and surveillance policy.

42. As the strengthened military capacities come on board, they are expected to enhance the ability to fulfil existing tasks and will address critical gaps in military specialist capacities, such as military planning for aviation and maritime mandates. The expected impact will be improved speed and efficiency in generating troops, in monitoring military components and in planning, including for aviation and maritime tasks and contingencies; and improved responsiveness at Headquarters in dealing with crises in field missions. The planned strengthening will also enable the Secretariat to provide advice to troop-contributing countries on training for operational military issues, in close cooperation with the Integrated Training Service, with a view to delivering more capable peacekeeping forces.

5. Situational awareness

43. The scope, depth and timeliness of information required for effective decision-making on peacekeeping issues has obliged the Department of Peacekeeping Operations and the Department of Field Support to manage information as a strategic asset that guides and informs the different levels of decision-making. Situational awareness and corresponding communications processes have been thoroughly reviewed to enhance cooperation with field operations, subject matter experts and desk officers in the gathering, collation, analysis and appropriate dissemination of information and to ensure the comprehensiveness, relevance, accuracy and timeliness of reporting to leadership and senior management.

6. Information management

44. Following the establishment of the Department of Peacekeeping Operations and the Department of Field Support Information Management Committee, priority has been given to the governance of information management and initiatives to support collaboration and integration of information between the two Departments, in alignment with organizational policies and standards of confidentiality, and based on the guiding principle that information should be managed as a strategic asset. To that end, the Departments have developed policies to ensure the proper handling, access controls and sharing of information at Headquarters and in peacekeeping operations. They are developing the strategic management system to make key operational and performance indicators readily and electronically available to senior decision-makers at Headquarters and in the field. The peace operations Intranet has been enhanced to enable the contribution of mission content. Improved search tools have facilitated policy and other guidance dissemination and retrieval and the sharing of knowledge, including lessons learned and good practices. These information sources have played an important role in supporting mandate implementation, by enabling improved decision-making on programme and resource management. Collaboration and task management tools have facilitated the integrated functioning of the integrated operational teams. More broadly, the coordination of information management initiatives by both Departments under the auspices of the joint Information Management Committee and related information technology solutions is ensuring coherence, as well as the synchronization and streamlining of information management and technology activities.

45. The initial impact of these initiatives has included: consistent information storage and retrieval across business units at Headquarters and progressively in field operations; the destruction of over 225 feet of obsolete documents, streamlining organizational information and keeping it up-to-date; the streamlining of duplicative holdings of business documents and data throughout peacekeeping operations; ready access by all peacekeepers to timely and accurate guidance, knowledge and information; and real-time document sharing between integrated operational teams and peacekeeping operations (since the software is progressively rolled out to the teams and corresponding missions).

7. Crisis response

46. Crises are much more likely to occur in the high-risk environments in which peacekeeping operations now routinely operate. While many crises arise from factors beyond the control of peacekeeping operations, missions are often expected to play an important role in crisis response. When that response is effective, the negative impacts are minimized; when it is not, the damage can extend to the loss of life. As such, crises represent the ultimate challenge for a peacekeeping operation and the systems that support it during crises. The Department of Peacekeeping Operations and the Department of Field Support have streamlined and simplified Headquarters crisis response procedures to expedite well-informed decision-making and more effective and timely advice to field operations. Similar procedures for crisis management in field operations led by the Department of Peacekeeping Operations will be finalized and implemented in all missions. As a result of these efforts, crisis management mechanisms have been defined and practised, lines of responsibility and accountability have been clarified and improvements in the flow of critical information have already been experienced. Key examples have included the rapid and effective stand-up of the joint Department of Peacekeeping Operations and Department of Field Support crisis management groups and their effective support to the United Nations Mission in the Sudan (UNMIS) and UNAMID in the second quarter of 2008; and to the United Nations Organization Mission in the Democratic Republic of the Congo (MONUC) in late 2008. The functioning of joint operations centres and joint mission analysis centres are critical, useful mechanisms, in particular during crisis periods. The strengthening of the mechanisms is ongoing, in line with the findings of the internal 2008 joint operations centre/joint mission analysis centre evaluation.

8. Risk management

47. High levels of risk have become a defining characteristic of peacekeeping operations. Risk management has therefore become necessary to achieve organizational goals and mandate implementation. While an organization-wide risk management strategy is currently under development, the Department of Peacekeeping Operations and the Department of Field Support have developed a draft policy and guidelines on risk management. Training to facilitate the application of risk management responsibilities has begun in the Department of Field Support, and options are currently being explored to expand risk management training to all programme managers within both Departments so that the identification and prioritization of risks through the conduct and analysis of risk assessments and the avoidance and mitigation of risks through risk management and control become part of the organizational culture.

9. Safety and security

48. The security environment in the majority of field operations has required a dedicated professional capacity to plan for and address contingencies when they arise. With the recent creation of a focal point for safety and security for the Department of Peacekeeping Operations and the Department of Field Support, the Under-Secretaries-General benefit from advice on security issues and the development and implementation of overall interdepartmental policies and procedures on the security and safety of United Nations personnel and premises in field operations. Daily liaison with the Department of Safety and Security and internal interaction with all substantive units, including operational, military, police and support components, serve to ensure that provisions for the implementation of United Nations security policies are made in a timely, effective and integrated manner. The specialized internal knowledge and experience in security and safety issues is also enhancing the contribution of both Departments to the responsibilities and deliverables of the Inter-Agency Security Management Network. In addition, the Departments are working in close collaboration with the Department of Safety and Security to provide enhanced training in safety and security. This includes tailored induction training for Heads of Mission on their functions as designated officials to ensure the effective execution of those functions, in addition to ongoing efforts to train staff assigned to high-risk duty stations through the secure and safe approach in field environment training programme.

49. In addition, the Under-Secretary-General for Field Support chairs the Operational Working Group of the high-level Steering Committee on Safety and Security, which was established to implement the recommendations of the Independent Panel on Safety and Security of United Nations Personnel and Premises worldwide. Committee tasks include developing a security risk management framework, reviewing and revising governance and accountability mechanisms, and designing criteria and procedures for determining security phases.

C. Partnerships

50. While the strengthening of partnerships has been a core element of successive reform agendas, the establishment of a partnerships capacity has provided the resources for further progress in that area. Initiatives with United Nations system partners have included the establishment of a joint work programme with the United Nations Development Programme to support the development of joint programming procedures for activities undertaken by field operations. A joint benchmarking study with the Peacebuilding Support Office is also under way, including the development of templates and guidance for mission planners on how to establish, monitor and evaluate indicators to measure the effectiveness of peacekeeping operations and guide transitions.

51. Efforts to enhance the partnership between the Department of Peacekeeping Operations and the World Bank have yielded both practical and strategic results. In Liberia and Haiti, peacekeeping operations worked with the World Bank and United Nations partners to support labour-intensive works, and partnership guidelines have been prepared drawing on those experiences. In addition, the Department of Peacekeeping Operations and the World Bank have conducted a joint review, together with the Development Operations Coordination Office, of the effort in the

Democratic Republic of the Congo to establish a coordinated international approach to support national priorities, the country assistance framework. With regard to World Bank cooperation with the United Nations system, a joint United Nations-World Bank declaration on crisis and post-crisis cooperation was negotiated in 2008 to assist in early engagement and strategic coordination between the United Nations and the World Bank. This is a critical first step in ensuring a more coherent and coordinated approach between security and development actors to enable rapid response to recovery challenges, in particular the delivery of a peace dividend, and to support economic reconstruction.

52. With regard to partnerships with regional organizations, emphasis has been given to the development of tools for the implementation of cooperation frameworks with organizations such as the European Union. Achievements include the completion of joint United Nations-European Union guidelines on planning for joint deployments, which were developed following an analysis of the EUFOR deployment in the Democratic Republic of the Congo and which proved helpful in the planning for Chad.

53. The Department of Peacekeeping Operations has continued to focus its support to the African Union in the areas of mission planning, deployment and management, logistics and resource management. Deliverables have included: training implementation workshops for the African Standby Force, support to the development of an African Union rapid deployment concept, direct training through the African Union senior mission leaders training programme; facilitation of a study on the structural requirements of the African Union Peace Support Operations Division; and support to the work of the African Union-United Nations panel established pursuant to Security Council resolution 1809 (2008). The panel submitted its report on the modalities for support to African Union peacekeeping operations (A/63/666-S/2008/813), which is expected to be submitted to the Security Council for discussion in early 2009.

54. Close cooperation with troop- and police-contributing countries remains critical to the successful planning and management of peacekeeping operations. To that end, the Department of Peacekeeping Operations has enhanced its reporting to Member States on policies and procedures regarding police operations, enabling them to make fully informed decisions on matters related to police and law enforcement. Member States have been included in a doctrine development group on the review of the formed police units. Member States have been consulted during the comprehensive reviews on the Police Division and the Standing Police Capacity. The Department has also provided regular briefings and information packages to Member States on technical police issues, advice on the selection, deployment and rotation of police officers and formed police units, and advice on the provision of comprehensive peacekeeping training programmes for delivery at national police training institutions. A pilot programme designed specifically for UNAMID has already resulted in over 80 per cent of newly deployed police officers having received common training. With the implementation of gender-specific projects, the female police contribution to peace operations has also increased from 5 per cent to 7 per cent in the past two years. In addition, the Division has visited capitals to discuss trends in international policing and has assisted with recruitment and predeployment preparations. In consultation with Member States, the Division will continue to refine its recruitment and selection processes to ensure that police

officers with the required skills are recruited according to the needs of each operation.

55. While collaboration with troop-contributing countries has been significantly strengthened as a result of the reforms set out in the report of the Panel on United Nations Peace Operations (A/55/305-S/2000/809), the Department will reassess with troop-contributing countries how it can further improve its interaction and coordination, once the enhanced capacities of the Office of Military Affairs have been recruited and deployed. In the meantime, the Department will continue to provide comprehensive briefings to Member States through private and informal troop-contributing country meetings.

D. Enhancing institutional learning and improvement

56. As Member States have repeatedly stressed, the scope, scale and complexity of peacekeeping operations requires a linked approach to doctrine and policy development, training based on policy and performance evaluation, which informs policy. With the establishment of the Policy, Evaluation and Training Division, the alignment and benefits of those institutional learning and development capacities has already become evident.

57. Progress and accomplishments in doctrine and policy development have been outlined in paragraphs 30 to 32 of the present report.

1. Training

58. The professionalization of peacekeeping has been another long-standing reform endeavour, a core element of which is the training of all categories of personnel to better prepare them to undertake their responsibilities. Following a comprehensive training needs assessment, in field operations, at Headquarters and with Member States, a new United Nations peacekeeping training strategy was developed in 2008 to meet current and anticipated priority training needs of all categories of peacekeeping personnel. As part of the strategy, the Integrated Training Service has assumed responsibility for the oversight of all United Nations peacekeeping training and the provision of relevant policy, training standards, guidance and support to field missions, Headquarters components and national and regional peacekeeping training partners.

59. The Integrated Training Service assistance to field missions has included the conduct of predeployment training to new civilian recruits deploying to field operations, the provision of training standards and materials, information and advice on specialized external training opportunities, planning and budget guidance and technical assistance visits. The Service also provides a range of multidisciplinary training programmes and specific training courses for mission leadership personnel through the senior mission leaders course and the senior leadership induction training programme, to better prepare them for their diverse range of responsibilities. The senior mission administrative and resource training programme, led by the Department of Field Support and piloted in 2008, is intended to strengthen the performance and accountability of administrative functions by leadership and managers in mission support.

60. A supplemental strategy to improve support to Member States is currently being developed, which includes updating training materials for predeployment training to make them more detailed and mission-specific, and substantive guidance by subject matter experts and technical assistance by training experts in the development of course curricula and requirements, upon request.

61. With the creation of additional specialist capacities, the development of specialized training has been given increased attention during the past year. During 2008, guidance and standard operating procedures have been developed on core work processes and a manual for integrated operational teams is due to be completed. Training in core functions, such as reporting, monitoring and analysis has also been provided through the Office of Operations. Teambuilding, induction and specialist training exercises have been undertaken with each integrated operational team. In close coordination with the Integrated Training Service and peacekeeping partners, the Office of Rule of Law and Security Institutions has been developing and providing training to support the implementation of comprehensive rule of law doctrine and guidance, including: preparations with the United Nations Office for Drugs and Crime to provide training to judicial officers in peacekeeping operations on the application of the criminal justice assessment toolkit; development of training material on integrated disarmament, demobilization and reintegration standards; development and implementation with Member States of a predeployment training programme for police officers; preparations for the development of a specific training curriculum for Member States to prepare commanders of formed police units for service in peacekeeping operations; and organization of annual rapid response plan exercises, which serve as an international staff training and assessment event to ensure coordinated, rapid mine action responses with partners.

62. A report on the progress of training in peacekeeping, which details peacekeeping training initiatives and challenges, will be considered by the General Assembly at its resumed sixty-third session.

2. Evaluation

63. In alignment with peacekeeping challenges and restructuring priorities, mission evaluations have been undertaken of the transition of the United Nations Integrated Office in Sierra Leone to a peacebuilding mission (UNIPSIL) and the implications for mission transitions, and of UNMIS mission support activities. In the first half of 2009, evaluations will be undertaken of UNAMID and of the planning and management of the United Nations Interim Force in Lebanon (UNIFIL) Maritime Task Force. At Headquarters, evaluations have been undertaken on integrated operational teams, and support has been provided to the Police Division-led evaluation of the Standing Policy Capacity. In the first half of 2009, an evaluation will be undertaken of conduct and discipline capacities, focusing on the process for repatriation, and of database operations, including linkages to recruitment for all categories of personnel. Cross-cutting evaluations were directed at issues related to integration, including the policy on joint operations centres/joint mission analysis centres, as well as the policy on authority, command and control in United Nations peacekeeping operations, which is due to be completed in mid-2009.

64. The impact of these evaluations has already become apparent. Recommendations have fed into revised guidance development, as in the case of the joint operations centres/joint mission analysis centres and integrated operational

team guidance, while also influencing the work and priorities of the integrated operational team working group. They have also led to significant process improvements and products, as has been the case of the UNMIS joint mission analysis centre. Recommendations have also led to initiatives, such as the organization of a transition workshop in mid-2009, drawing on the lessons learned and good practices of the Sierra Leone experience.

65. After a year of operation, the Department of Peacekeeping Operations will seek the approval of the General Assembly, in the context of the proposed 2009/10 support account budget, to move the evaluation capacity from the Peacekeeping Best Practices Section to the Office of the Director of the Policy, Evaluation and Training Division. The relocation would deter potential conflicts of interest between the Section, which is responsible for developing or coordinating policy processes, and the evaluation capacity, which, inter alia, focuses on assessing policy design and sufficiency. It would also conform to the guidance provided by the Office of Internal Oversight Services regarding the independent location of evaluation from other management functions, with direct access to the appropriate level of decision-making.

E. Improvements to administrative and management processes

1. Business process improvement initiative

66. Structural reform and additional capacities constitute only part of the reform equation. Greater attention must be, and has been, given to addressing systemic issues, particularly improvements to work processes and procedures.

67. In February 2008, the Department of Peacekeeping Operations and the Department of Field Support, in partnership with the Department of Management, launched a business process improvement initiative to streamline and improve business processes and develop capacity to contribute to continuous organizational improvement. Building on a needs assessment, the three Departments designated planning, personnel and procurement as broad priority areas for business process improvement. The first phase of the initiative, comprising 10 improvement projects, is due for completion in February 2009. To facilitate successful project implementation, the initiative is supported by the Lean Six Sigma capacity-building programme, which comprises concepts and tools, as well as a rigorous methodology to significantly improve the efficiency and effectiveness of business processes, with proven results in the public and private sectors. In support of the associated talent management and enterprise resource planning initiatives, additional Lean Six Sigma activities have included the completion of a comprehensive high-level mapping of human resources management activities to ensure a shared understanding of the human resources management "universe" and terminology and to facilitate the synchronization of human resources management reform initiatives. The project included the mapping of existing and "to be" processes in priority areas of the talent management initiative to validate those processes or identify areas for further streamlining and other improvement before systems development, and to facilitate "quick win" initiatives in support of the longer-term business process improvement projects.

2. Mission leadership

68. Given the dynamic strategic and operational environments in which conflict and peacebuilding routinely take place and the growing number of actors involved in those processes, the demand for strong leadership has become even more critical. The restructuring of the Senior Leadership Appointments Section, which now has a direct reporting line to the Under-Secretary-General for Field Support, has ensured that planning, coordination and oversight processes related to the identification of potential candidates for leadership positions in missions are more consistently aligned with high-level political and operational priorities. It has also resulted in renewed levels of communication and strengthened support to Headquarters senior management, mission managers and individual candidates under consideration. A joint review by the Department of Field Support, the Department of Peacekeeping Operations and the Department of Political Affairs of existing vacancy management and succession planning processes for senior appointments is currently under way in collaboration with the Executive Office of the Secretary-General, with a view to streamlining and enhancing elements of the process to support decision-making in the selection of senior appointments. Dedicated attention to upholding organizational objectives, such as improved gender balance, has also resulted in a 28 per cent increase in the appointment of women in leadership positions in peace operations since July 2007.

3. Human resources management

69. Human resources management authorities have been better aligned and processing bottlenecks alleviated through the delegation of authority by the Department of Management to the Department of Field Support to make discretionary decisions regarding job classifications of field positions up to and including the D-1 level; approval for the movement of staff to higher levels; and the management of staff and the administration of benefits. Further authorities have been onwardly delegated to field missions for staffing table management, staff selection and onboarding. Building on the experience gained, the Department of Field Support has submitted to the Department of Management for its consideration a chart of all human resources management authorities, plotted to specify points of responsibility and accountability and to identify further paths to delegate responsibility to the Department of Field Support and to field missions.

70. In addition to process improvements made to human resources management systems and the concerted efforts of the Department of Field Support to contribute to the development and introduction of the new talent management system by the Office of Human Resources Management, the strengthening and restructuring of the Field Personnel Division of the Department of Field Support has enabled the Division to dedicate attention to human resources capacity-building. The Division has introduced central review body mechanisms and is building on a successful pilot project to introduce occupational group managers across all 22 occupational groups, to improve the effectiveness and efficiency of the staff selection system and support the mobility and career development of staff serving in field missions. Other initiatives include: the conduct of a programme for an advanced compendium for trainees for human resources management specialists deployed to six field operations; the training of Chief Civilian Personnel Officers through both an annual training opportunity and the use of web-conferencing technology to provide training on specific issues; and the development of the people module of the senior mission

administrative and resource training programme. In addition, the development of detailed standard operating procedures on staffing table management, staff recruitment, selection and onboarding have facilitated, along with enhanced monitoring, the delegation of human resources authorities to the field. To further support the delegation, the Department of Field Support has rolled out human resources action plans in the field. In so doing, the Field Personnel Division has sustained the full level of administrative and management support to the field, including vacancy management for mission leadership and all international posts, succession planning for senior mission support leadership positions, the completion of approximately 3,000 staff selections in the 2007/08 budget year and the administration of almost 7,000 international staff, with financial implications estimated at $1.8 billion.

4. Conduct and discipline

71. The launch in July 2008 of a new misconduct tracking system, an Internet-based allegations database system, represented an important step in information-gathering, which will strengthen the monitoring, analysis and reporting of conduct and discipline in field operations and contribute to ongoing improvements to minimize misconduct and to facilitate the application of the zero tolerance policy of the Secretary-General. Approximately 2,100 cases have been entered into the tracking system to date, covering data for 2008 and most of 2007. The retroactive data entry process will continue to incorporate data since 2005. Following the restructuring, priority has also been given to launching anti-prostitution campaigns in six missions (MONUC, the United Nations Operation in Côte d'Ivoire (UNOCI), MINUSTAH, UNMIT, UNMIS and UNMIL) and to the finalization of training modules for middle managers and senior managers on the prevention of sexual abuse and exploitation.

72. Although the impact of actions and programmes related to conduct and discipline are only evident in the long term, the number of allegations of sexual exploitation and abuse involving peacekeeping personnel have dropped during the past two years. In 2006, the Office of Internal Oversight Services received 357 allegations of sexual abuse and exploitation, with 127 allegations reported to the Office in 2007 and 83 in 2008. The number of allegations of category I misconduct (excluding sexual abuse and exploitation) has also declined slightly since 2007, with 139 allegations of misconduct reported to the Department of Peacekeeping Operations and the Department of Field Support in 2007 and 129 reported in 2008. However, there has been an increase in the number of allegations of category II misconduct, with 877 cases reported in 2008, as compared to 671 in 2007.

5. Financial management

73. The Field Budget and Finance Division of the Department of Field Support launched two new initiatives in 2007, "Abacus" and the programme for an advanced compendium of trainees, to contribute to a streamlined budget process, while also improving the timeliness and quality of the budget submissions of peacekeeping operations. The Abacus initiative represents a significant change in the approach and role of the Field Budget and Finance Division in the preparation process for field operation budgets. Abacus teams comprise members of all four divisions of the Department of Field Support, which deploy to missions to provide advice in situ to mission staff during the budget preparation process. The initiative, which was

piloted in three peacekeeping operations (MONUC, UNOCI and UNMIL) in September 2007 and in one operation (MINURCAT) in January 2008, resulted in a reduction of the draft budget review process at Headquarters from approximately three weeks to one day, increasing the efficiency of the budget process and the timeliness of submissions. The quality of budget proposals also improved through direct advice to all stakeholders, while giving field operations a greater sense of ownership of their budgets. Based on the pilot results, Abacus team visits have been expanded to seven peacekeeping missions (MINUSTAH, MONUC, UNIFIL, UNMIS, UNMIT, UNAMID, MINURCAT) and three special political missions (the United Nations Assistance Mission in Afghanistan, the Office of the Special Representative of the Secretary-General for West Africa and the Cameroon-Nigeria Mixed Commission) for the 2009/10 budget cycle, achieving results similar to the pilots, including the timely submission of mission budget proposals. The Abacus visits will continue for the 2010/11 budget cycle, including in response to senior mission management requests.

74. The first class of six budget officer trainees completed the Programme for an Advanced Compendium for Trainees at Headquarters for three months before deploying to peacekeeping operations (MINURCAT, UNMIS, UNAMID, MONUC, UNOCI and UNMIT). The initiative has helped reduce the level of key vacancies in budget offices. Mission management has expressed strong satisfaction with the trainees deployed. The next programme is planned for the first half of 2009.

6. Logistics

75. The increased visibility of field support issues and opportunities resulting from the creation of the Department of Field Support has taken logistic planning and support to a new level of contribution to field operations. The separation of the technical aspects of field support from the political aspects of peacekeeping has enabled the Department of Field Support to address logistics and support issues at an operational level with more focused and effective results. One example has been the creation of a tripartite group with the participation of the Government of the Sudan, the African Union and the Department of Field Support. It has also generated alternative thinking and approaches to supporting peacekeeping efforts, as was evident in the recent consideration by the Security Council of options for responding to the crisis in Somalia, which included a role for the United Nations to provide logistics support.

76. In addition, new mechanisms for integration and cooperation have been established with field support partners. The Cartographic Section of the Department of Field Support has established strategic partnerships with the European Commission Joint Research Centre, the Bureau géographique interarmées, the Ministry of Defence of France, and the European Union Satellite Centre to support the geographic information needs of United Nations peacekeeping operations. MINURCAT signed a technical agreement with EUFOR to establish the modalities for the provision of infrastructure and logistics support to the Mission. Overarching financial arrangements to support future logistics cooperation have been sent to the European Union for signature. Major improvements in the efficiency and effectiveness of delivery of logistics support to the field have been achieved by the implementation of tenant units at the United Nations Logistics Base at Brindisi, Italy. Controlled by the Department of Field Support, the programmes have the advantage of being located in greater proximity to the missions in similar time zones

and are able to rely on telecommunications, as well as sea and air access. The tenant units now operating at the United Nations Logistics Base are: the Integrated Training Service, the Geographical Information System Centre, the Strategic Air Operations Centre, the Regional Aviation Safety Office, the Engineering Design and Standardization Centre and the Reference Checking Unit. The core functions of the United Nations Logistics Base (logistics, telecommunications and training and administrative services) have enabled organizational cost savings, delivered engineering and geographic information resources and services to missions (such as engineering designs and templates, topographic and satellite maps, as well as water and terrain analysis) and connected missions to a global engineering database. With the designation of the Strategic Air Operations Centre as the central platform for the management of strategic airlifts and the monitoring and tracking of aircraft and cargo movement for intermission operations, the Department of Field Support has also promoted the regionalized approach. For its part, the Regional Aviation Safety Office has provided safety oversight to UNMIK, the United Nations Observer Mission in Georgia, United Nations Peacekeeping Force in Cyprus, UNIFIL and UNAMI.

7. Procurement

77. As part of the restructuring process, the Department of Field Support has worked closely with the Procurement Division of the Department of Management and other Secretariat entities to examine options for improving field procurement. Improving procurement in the challenging peacekeeping environment is compounded by difficulties in attracting and retaining skilled procurement staff, the lack of developed markets and the poor conditions of communications infrastructure. To mitigate those factors, procurement reform initiatives have sought to improve internal controls and processes. Underpinning the efforts is the joint review by the Department of Management and the Department of Field Support of procurement governance structures, and steps to expand training for peacekeeping staff; the updating of the United Nations procurement manual; the increase in the delegation of procurement authority, from $200,000 to $500,000, at Headquarters and in the field to meet the operational turnaround requirements of peacekeeping; and implementation of a management process of recordkeeping for tracking and monitoring field procurement delegation. Recognizing that much remains to be done, the Department of Management and the Department of Field Support will continue to work together to complete the analysis of options for streamlining procurement processes and to clarify lines of responsibility. It is hoped that the initiatives under way, including the ongoing review of governance, will improve business processes and achieve efficiencies.

8. Information and communications technology

78. With the creation of the Office of Information and Communications Technology in the Secretariat, headed by the Chief Information Technology Officer, a realignment of accountabilities and responsibilities for information and communications technology has been undertaken. The Office of Information and Communications Technology has assumed its role in setting the direction and architecture of information technology for the Organization, as well as for the planning and development of organization-wide information and communications technology applications, including enterprise resource planning and other major

systems. The clear delineation of responsibilities has enabled the Department of Field Support to focus on service delivery of field-specific requirements. Given the growth in the number and complexity of field operations, this specialization has strengthened capacity for the implementation of initiatives. The "Light footprint" initiative has leveraged technological advances to reduce the overall physical infrastructure required to deliver information and communications technology (ICT) services. It has also enabled ICT personnel and infrastructure to be centralized in regional hubs, such as the United Nations Logistics Base at Brindisi, Italy, and at Entebbe, Uganda. Efficiency gains are expected to include significant reductions in power and space requirements and a reduced need for specialized personnel in individual missions in the coming years. The facility at Entebbe has been established as a tier 2 Disaster Recovery and Business Continuity facility for MONUC, UNAMID, the United Nations Integrated Office in Burundi, UNMIS and MINURCAT as well as an asset management unit for communications and information technology services. In addition, an ICT management certification programme has been implemented, which includes a structured training and mentoring programme for ICT managers in key technical and managerial competencies to further enhance the quality of services provided.

VI. Other issues

A. Division of labour within the Department of Political Affairs

79. The Department of Peacekeeping Operations and the Department of Political Affairs continue to be guided by the principle that the Department of Political Affairs will be the lead department for political and peacebuilding offices in the field, and the Department of Peacekeeping Operations will be the lead department for the planning and management of all peace and security operations in the field, including those in which the majority of personnel are civilians. Under such arrangements, it has been the practice for the Department of Peacekeeping Operations to lead all integrated missions with major uniformed security components and substantial core security responsibilities, while the lead for other peacebuilding or special political missions has been determined on a case-by-case basis. To ensure the overall efficiency of United Nations support to the field, both Departments are refining a common set of principles for interdepartmental cooperation, which will ensure unity of command, complementary of effort and effective resort to the special expertise resident in the Department of Peacekeeping Operations, the Department of Political Affairs and the Department of Field Support. The principles will be enunciated in the Secretary-General's bulletins for each Department, which are being finalized.

B. Areas for further reform

1. United Nations police

80. The number of police officers authorized for deployment in United Nations peacekeeping operations and special political missions increased fifteenfold over the past decade, from under 1,170 in 1995 to 17,000 in 2008. In the light of the growth and evolving role of police components in peacekeeping operations and special

political missions, the Police Division has struggled to keep pace with the provision of support required from Headquarters. The Division is currently staffed with 27 professional personnel, indicating a ratio of 1 Headquarters officer to 630 police personnel in the field. In response to the changing nature and dramatic growth of the policing aspects of peacekeeping, both the Special Committee on Peacekeeping Operations and the Office of Internal Oversight Services have called for a strategic review of the management of United Nations police activities in peacekeeping operations.

81. A review team, comprising internal and external members, conducted the study between August and December 2008. Key findings and recommendations included: the identification of critical gaps that compromised the ability of United Nations police to achieve their mandated tasks, including the absence of a comprehensive strategic doctrinal framework on international policing in peacekeeping; weaknesses in planning; the need to improve Police Division business practices and to strengthen the Division's police selection and recruitment capacity, its doctrinal and planning capacities and thematic policing expertise; and the need to augment existing human, financial and logistical resources within existing structures. The Special Committee on Peacekeeping Operations received a briefing on the assessment in December 2008.

82. With an initial operating capacity of 25 professional officers, the Standing Police Capacity is currently unable to respond effectively to all requests for police assistance. It does not have the capacity to set up the police component of a large mission or to provide minimal initial functionality for the police headquarters component of a medium-sized but proactive mission. The absence of parallel capacities to rapidly deploy justice and prisons experts threatens to lead to an imbalanced and disjointed approach to the rule of law in the field. A report on the first years of operation of the Standing Police Capacity (A/63/630), prepared by a panel of experts, was issued in mid-January 2009. In its report, the panel underlined the need to strengthen the Standing Police Capacity to enable it to respond to the increased demand for its core functions. The report will be discussed by the Special Committee on Peacekeeping Operations during its regular session in February 2009. Inter-agency recommendations related to the possible establishment of a rule of law standing capacity, comprised of justice and prisons specialists, will also be shared with the Special Committee. The rule of law standing capacity specialists would deploy alongside the standing police capacity to help start up new missions and reinforce existing ones, so that a more holistic package of rule of law assistance is available to peacekeeping host countries.

2. Chief of Staff of the Department of Peacekeeping Operations

83. The Chief of Staff position in the Department of Peacekeeping Operations was created with the primary responsibilities to oversee the internal management of the Department of Peacekeeping Operations on behalf of the Under-Secretary-General and to ensure the effective integration of the Department of Peacekeeping Operations and the Department of Field Support. Since the restructuring, the Chief of Staff has effectively served and supported both Under-Secretaries-General as a shared resource. The Chief of Staff will continue to support both Under-Secretaries-General in that manner. The Chief of Staff will also continue to direct other shared resources, including the Executive Office, the Situation Centre, the Information Management Unit and the Registry.

VII. Ongoing challenges for United Nations peacekeeping

84. The strengthening of structures, capacities and resources of the Department of Peacekeeping Operations and the Department of Field Support has unquestionably led to improvements in the planning, guidance, management and support of peacekeeping operations. However, their capabilities have continued to be outpaced proportionately by the growth and seemingly ever-increasing complexity of peacekeeping mandates as the instrument of peacekeeping is continually honed to meet the emerging challenges confronted by the international community. Since the restructuring, this has become clearly evident in the planning and deployment of two highly complex operations to Chad and the Central African Republic (Security Council resolution 1778 (2007)) and to Darfur (Security Council resolution 1769 (2007)). UNAMID represents the largest and most challenging United Nations operation. Combined, UNAMID and MINURCAT have increased the authorized strength of peacekeeping personnel by over 30 per cent and have required various, and new, forms of engagement with regional organizations. In its resolution 1863 (2009), the Security Council requested the Secretary-General to implement an innovative form of engagement, by which the United Nations was to provide a logistics support package to the existing African Union Mission in Somalia (AMISOM). Supplementary strengthening of AMISOM troops will be achieved through a trust fund established by the Secretary-General expressly for that purpose.

85. While successive reforms have been necessary to enable the Secretariat to meet the evolving challenges associated with planning, launching, managing and supporting peacekeeping operations, the technical capacity has only been part of the equation. The success — or failure — of peacekeeping operations is dependent above all on the parties to the conflict, the Security Council and the Member States. United Nations peacekeeping cannot succeed if there is no peace to keep, if peacekeeping operations do not have clear, realistic and achievable mandates, or if the political, human, financial or material resources required are not provided in full and in a timely manner. Darfur is a recent example where mandated activities have not been possible, where the critical resources required have not been provided and where the Secretariat has been unable to address those gaps alone.

86. Simultaneously managing the reform of United Nations peacekeeping while mounting, significantly adjusting, and maintaining direction and support to new and existing missions has been a reality for the Department of Peacekeeping Operations for much of the past decade and for the Department of Field Support since its establishment. While the challenge has been significant for peacekeeping, it has represented an even greater test for field support, given the challenges of establishing a new structure and the additional scope and complexity of its role as a support provider to 18 field operations under the responsibility of the Department of Peacekeeping Operations and an additional 16 special political missions led by the Department of Political Affairs.

87. Over the past several years, I have recorded the enormous challenge of recruiting and retaining high-quality civilian staff for United Nations peacekeeping operations, as evidenced by persistently high vacancy and turnover rates. To address the challenges, I have proposed a series of reform measures to streamline contractual arrangements, harmonize conditions of service and improve human resources management. With the adoption of General Assembly resolution 63/250, Member States have taken effective action to empower the Secretariat to offer

greater job security and more equitable conditions of service that, when put into effect in July 2009, are expected to yield significant gains in attracting and retaining staff for United Nations field operations. Coupled with improved business processes and the introduction of the talent management and, eventually, enterprise resource planning systems, the comprehensive overhaul of the Secretariat human resources management framework can be expected to yield significant gains in staffing the operations to effectively deliver the more complex mission mandates entrusted to the Secretariat. Another major challenge will be to further streamline supply chain management, including procurement governance and processes. A joint and comprehensive exercise is being undertaken by the Department of Management and the Department of Field Support to review the overarching control framework, including the existing delegation of procurement authority to the field, and procurement oversight mechanisms. It is intended that the revised procurement governance system will be accompanied by a training and certification programme.

88. The Integrated Training Service assistance to field missions has included the conduct of predeployment training to new civilian recruits deploying to field operations, the provision of training standards and materials, information and advice on specialized external training opportunities, planning and budget guidance and technical assistance visits. The Service also provides a range of multidisciplinary training programmes and specific training courses for mission leadership personnel, such as the senior mission leaders course and the senior leadership induction training programme, on their diverse range of responsibilities.

89. Pursuant to the decisions of the Policy Committee of the Secretary-General, the Department of Peacekeeping Operations is the designated global lead entity within the United Nations system in the rule of law areas of police and law enforcement and corrections. This includes responsibilities to support Member States, coordinate United Nations and external actors and develop policy and best practices in the context of peacekeeping, as well as in country-specific situations where no United Nations field operations are present, and in the context of longer-term institutional development. Despite the Department's willingness to accommodate requests from Member States and United Nations partners for such support, current capacity constraints hinder its ability to comprehensively respond to support requirements in the peacekeeping context alone. Similarly, the Department has limited security sector reform capacities. The Department will therefore seek to strengthen its Office of Rule of Law and Security Institutions capacities in the context of the 2009/10 support account budget. Given the increased importance of security sector reform in the effective implementation of many mission mandates, the Department will also seek the approval of the General Assembly in the proposed 2009/10 support account budget, for the formal establishment of a security sector reform unit in Office of Rule of Law and Security Institutions.

VIII. Conclusions

90. Over the past decade, the sustained attention and investment of Member States in United Nations peacekeeping has enabled the instrument to adapt to the evolving challenges of supporting international peace and security. Through successive reforms, the Secretariat has been able to more professionally, effectively and efficiently mount, sustain and transition from peacekeeping operations. As the peace and security challenges before the international community grow more complex, so

do the adjustments required to sustain the relevance and capacity of United Nations peacekeeping to respond to the challenges. There is no silver bullet, and the interventions required must take place at several strategic, policy and operational levels. For its part, the Secretariat must continue to refine its strategies, policies and operations and ensure that they are underpinned by standards, systems and processes that support effective, timely, decisive, accountable and, as needed, integrated action, both at the level of Headquarters and in the field. Member States have a right to expect that the Secretariat will continue to assess its efforts, learn from its experiences and from the experiences of other organizations and of Governments, to adjust and evolve to meet the new challenges and demands put before it. Although only 18 months have passed since the implementation of General Assembly resolution 61/279, the creation of the Department of Field Support and the strengthening of both the Department of Peacekeeping Operations and the Department of Field Support, the reform agenda set by the Member States is already achieving discernible gains. I count on Member States to sustain their dedicated attention and commitment to the process of the reform of United Nations peacekeeping operations, through the provision of policy guidance and direction as well as the material and human resource support required.

IX. Actions to be taken by the General Assembly

91. The actions to be taken by the General Assembly are as follows:

The General Assembly is requested to sustain its support for the reform of United Nations peacekeeping and, in so doing, to take note of the present report.